

Jackson Hole Conservation Alliance

TETON COUNTY, WYOMING COMMERCIAL AND RESIDENTIAL LANDS INVENTORY AUGUST 2016

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EXECUTIVE SUMMARY

With over 97 percent of land in Teton County being publicly owned, understanding the buildout potential for the remaining 3 percent is crucial. Moreover, the need for understanding the land supply has never been more imperative as the County draws an increasing number of visitors every year, producing inevitable commercial growth. In order to maintain its envisioned character, Teton County will need to balance commercial expansion with housing the workforce and preserving natural resources.

The purpose of this report to provide detailed maps and an insightful summary of Teton County's buildout potential, broken down by location and zoning. The study attempts to verify and update previous work done by Clarion Associates, the Town of Jackson/Teton County, and a "buildout taskforce" comprised of planners and members of the community. Data was gathered and validated through a number of sources, and methodology is clearly outlined in order to create the most accurate, transparent, and repeatable study possible.

The main conclusions of the study emphasize many of the concerns held by the community. The supply of non-residential potential far outweighs the supply of residential potential, as allowed by the Comprehensive Plan. This imbalance creates an environment in which residential development is extremely constrained relative to commercial development. The positive takeaway from this study is that there exists a fair amount of redevelopment potential within the Town of Jackson's transition subareas where increased density is allowed. Taking advantage of this opportunity could help swing the current imbalance of residential to commercial, assuming residential development projects are encouraged and incentivized over commercial. Outside Jackson, the designated complete neighborhoods will need to shoulder the residential development load, particularly single family housing which only has a six to nine year constrained supply in town. Creating a long-term plan that emphasizes a wide spectrum of housing over commercial expansion will be crucial in bringing balance to the valley.

OVERVIEW

PURPOSE OF STUDY

This study attempts to refine, verify, and update the work done by the buildout taskforce through the following objectives:

1. Provide an inventory update and track differences since the 2009 Buildout Taskforce.
2. Confirm the status of each parcel through a variety of sources, including the most recent satellite and tax assessment data.
3. Present data through coherent maps and evaluate parcels by their defining characteristics, including location and zoning.
4. Make projections and evaluate the potential capacity for new development.
5. Clearly document methodology to improve transparency and repeatability.
6. Analyze potential implications of the study and provide recommendations.

PROCESS

Teton County GIS files and tax assessment information (as of July 15, 2016) provided the starting point for the study. Each parcel was then confirmed and evaluated through a combination of satellite imagery, development records, HOA website data, and information from local realtors. Assumptions and methodology were recorded and are provided throughout the report.

TIMELINE

- ➔ April 2007: Clarion Associates conducts a high level commercial and residential buildout analysis for Teton County and the Town of Jackson. Analysis was done by zone, not individual parcel.
- ➔ April 2009: Town/County staff conducts a parcel-based study of residential and commercial parcels in Teton County (Appendix I of the 2012 Town of Jackson and Teton County Comprehensive Plan).
- ➔ September 2009: Buildout taskforce, composed of planners and key community members, creates a more rigorous and detailed analysis of the work done in Appendix I.

Methodology Description				
	Clarion Associates	Appendix I 2012 Comprehensive Plan	Town and County Buildout Taskforce	This Study
Date Completed	April 2007	April 2009	September 2009	August 2016
Data Source	2000 Census	Assessor Data	Assessor Data	Assessor Data
	Building Permits	Building Permits	Building Permits	Building Permits
				Satellite Imagery
				HOA website data
				Data from Local Realtor
Specificity	General Zone/Acreage*	Mix of parcel by parcel and general zone*	Parcel by parcel	Parcel by parcel
Mix of Use Considered for Redevelopment/Infill	No mix of use considered	No mix of use considered	3:1 Commercial - Residential ratio for select areas	3:1 and 2:1 Commercial - Residential ratio scenarios provided**
UC/UC-2 FAR ¹	0.65	0.80, 1.30	0.80, 1.30	0.80, 1.30
AC FAR	0.25	0.325	0.325	0.325
AC/LO FAR	0.25	0.65	0.65	0.65
OP/OP-2 FAR	0.65	0.46, 0.65	0.46, 0.65	0.46, 0.65
Snow King Potential	395,000 sf	680,000 sf	532,155 sf	569,918 sf
Planned Residential Development	Not Considered	Included (General)	Included (Breakdown by development)	Included (Breakdown by development)

*General zone methodology refers to taking the total acreage of vacant land in a zone and calculating the allowable development according to zoning regulations. Parcels are not individually vetted.

**Town may be moving toward a 2:1 commercial/residential ratio, so this study provides both scenarios.

The largest differences between the Buildout Taskforce study and this study stems from the amount of sources considered and how the information is presented. The taskforce did not confirm parcel conditions through satellite imagery and there were some minor inaccuracies in their mapping at a parcel level. This study further improves accuracy through confirming with other sources including Home Owners Association (HOA) records and data from a credible local realtor. Additionally, the study attempts to break down the data by zone and type, and provides a more transparent and ultimately repeatable methodology.

¹ Floor Area Ratio (FAR) standards can be found in the Town and County Land Development Regulations (last updated 1/1/15). See

RESIDENTIAL

TOWN OF JACKSON RESIDENTIAL LANDS

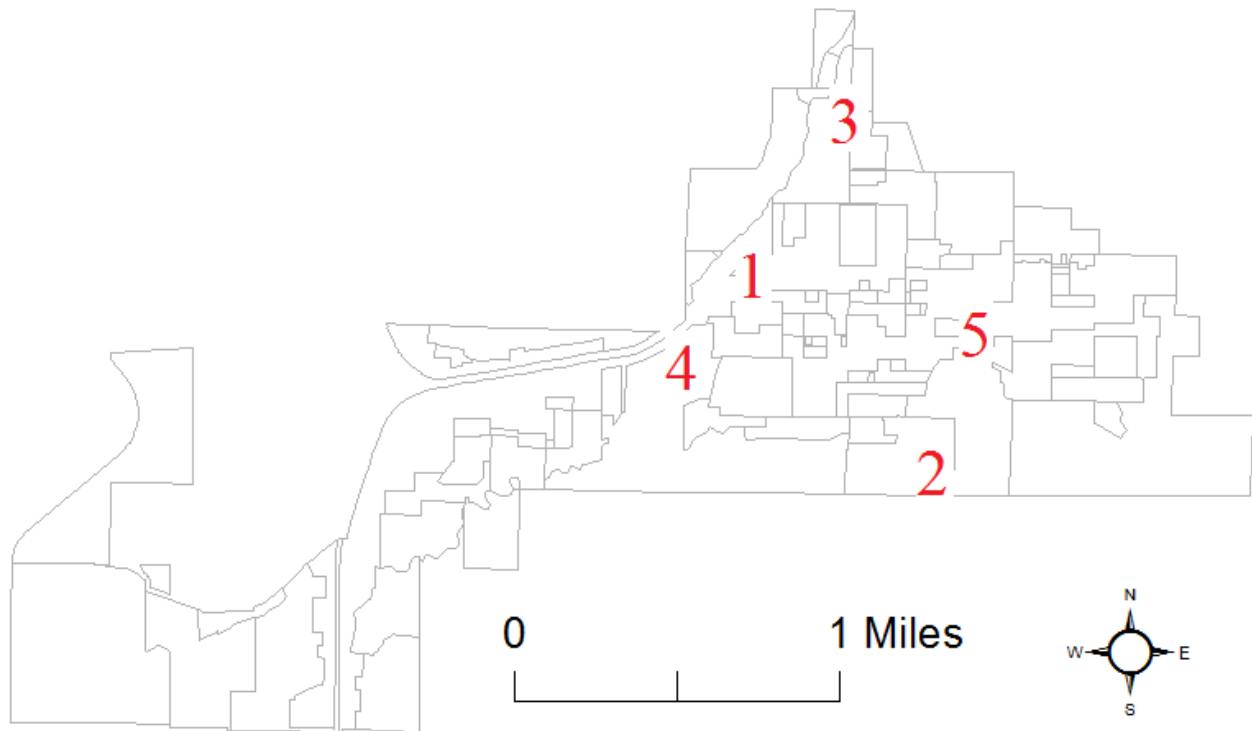
Town of Jackson Vacant Residential Land			
Zone	Parcels	Acres	Dwelling Unit Capacity ²
Suburban (S)	86	51.16	86-156 ³
Urban Residential (UR)	2	11.03	213 ⁴
Urban Commercial (UC, UC-2)	8	2.20	33
Auto-Urban Residential (AR)	24	5.55	26
Neighborhood Conservation (NC)	47	22.42	51
Neighborhood Conservation – Planned Unit Development (NC-PUD)	22	4.58	22
Business Park (BP)	1	0.18	1
Residential Business (RB)	1	0.19	1
Office Professional (OP, OP-2)	3	0.43	3
Auto-Urban Commercial (AC)	2	0.36	2
Rural Residential – Town (R-TOJ)	18	37.40	18
ALL ZONES	214	133.50	456-526

² Setback regulations set forth by Town of Jackson LDRs were factored into analysis.

³ The maximum value of 156 suburban units assumes subdivision through urban cluster development (35% ratio)

⁴ 213 Urban Residential units based on maximum allowed urban cluster development of 23.5 du/acre.

Locations of Potential Mixed Use



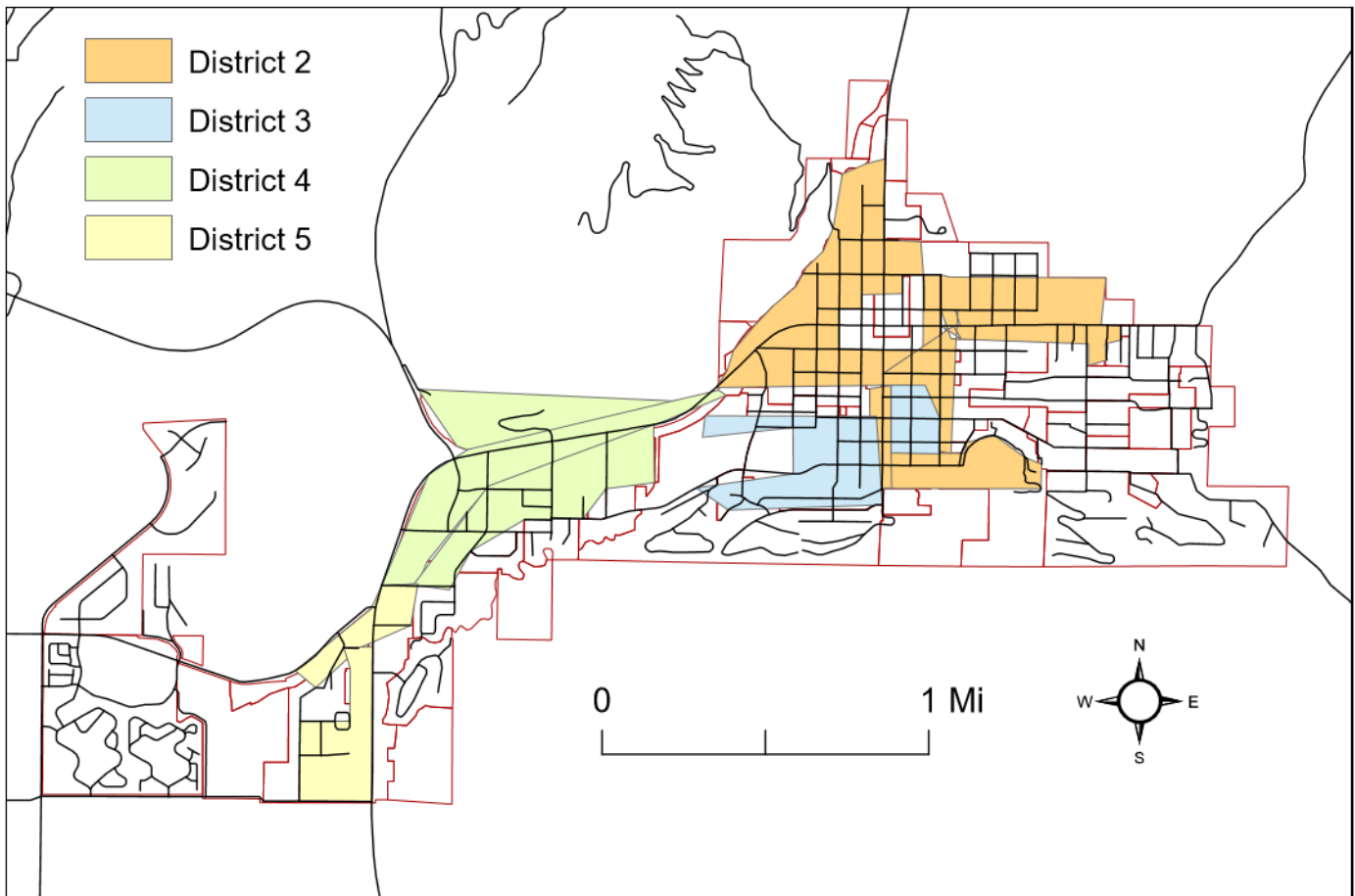
1. Central Business District
2. South Cache/Snow King
3. North Cache
4. Karns Meadow
5. Southeast (District 20)

In addition to development on vacant lands, there exists **213 to 336** potential residential units from redevelopment/infill in the Central Business District, South Cache/Snow King, North Cache, Karns Meadow, and Southeast mixed use districts.⁵ This was calculated based on a “75% commercial/25% residential” redevelopment ratio.

Shifting from a 3:1 to a 2:1 commercial/residential redevelopment ratio would yield **284 to 448** potential units in these districts, an increase of **71 to 112** additional units.

⁵ These potential Mixed Use Districts identified by the Buildout Taskforce.

Town of Jackson Transitional Zones



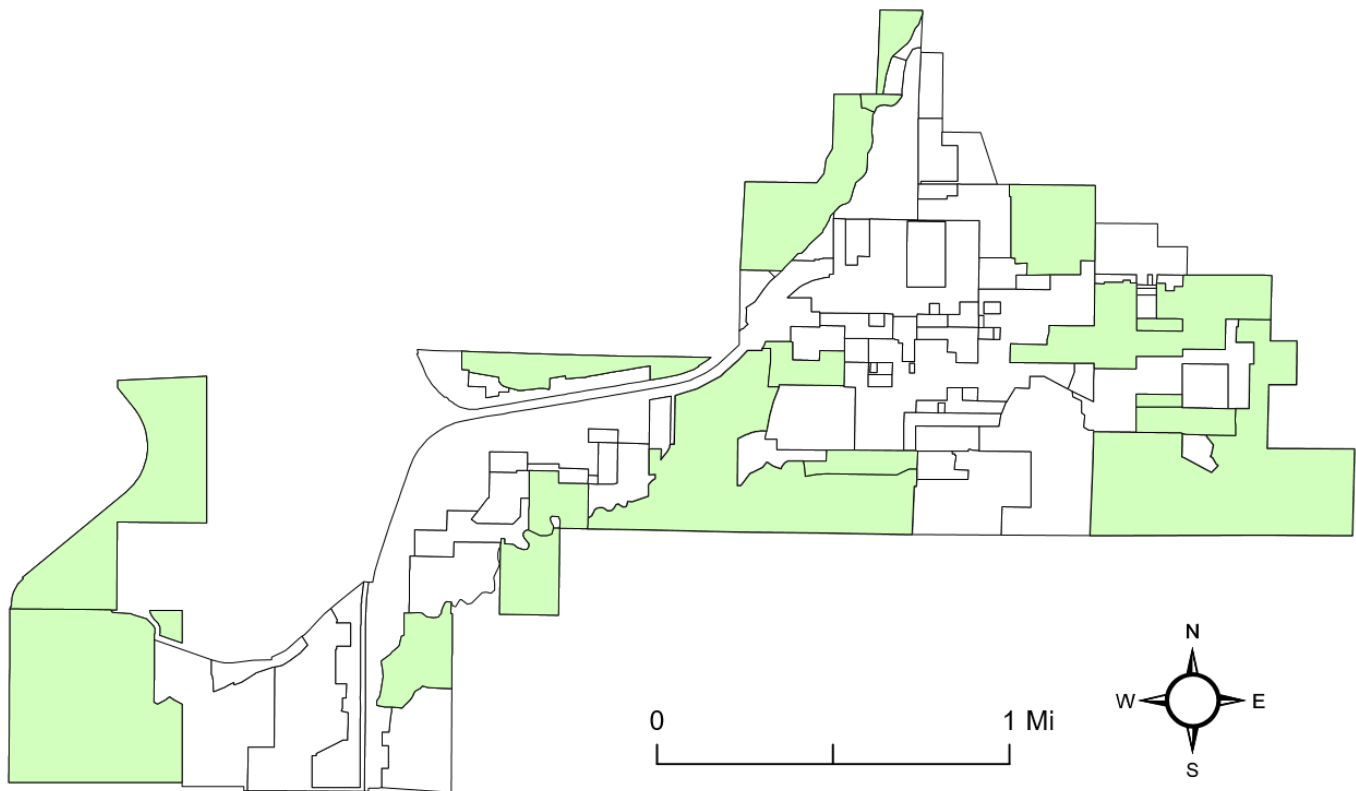
Much of the potential for increased density lies within the transitional subareas, as agreed to by the community and designated by the Comprehensive Plan. Transitional subareas in Jackson are located within character districts 2, 3, 4, and 5, and are shown in the map above. The vast majority of transitional subareas include zoning that allows for higher density, so there is little need for up-zoning.

See Appendix A for a full list of character districts and subareas.

Criteria for Transitional Subareas

1. Subareas where most of the community would agree that development/redevelopment or a change in character would be beneficial.
2. Subareas that would benefit from reinvestment and revitalization.
3. Goals for development include improving access to jobs, housing, and services, and reducing reliance on single occupancy trips.

Potential Accessory Residential Zones in Town of Jackson



ARUs are currently allowed in the auto-urban residential zone in Jackson, where 70 units have been built since 2002. The option for Accessory Residential Units (ARUs) has been proposed (but not yet approved) in the rural, suburban, and neighborhood conservation zones highlighted in the map above. While difficult to ascertain the exact number of properties that will take advantage of ARUs, it does provide the Town with an additional option to provide more affordable housing. It should be noted, however, that other mountain resort communities allowing ARUs have had mixed results. Mariposa County, a mountain resort community containing Yosemite National Park, reported that the majority of accessory units were rented to tourists on a short-term basis and did not provide long-term rentals as the policy had intended. Other mountain resort towns in California, including Truckee and South Lake Tahoe, expressed similar results.⁶

⁶ Affordable Housing in Mountain Resort Towns: Policy Recommendations for June Lake, Mono County, CA. Koldus, K. Spring 2004

Summary Town of Jackson Residential Potential	
	Dwelling Unit Capacity
Single Family	147 to 217
Multi-Family (Vacant Development)	309
Multi-Family (Redevelopment*)	213 to 336**
TOTAL POTENTIAL	670 to 863

*Redevelopment refers to any additions or improvements on parcels with already existing development.

**Assumes 3:1 commercial/residential redevelopment assumption. Add additional 71 to 112 units if assumed 2:1.

UNINCORPORATED TETON COUNTY RESIDENTIAL LANDS

Unincorporated Teton County Vacant Residential Lands			
Zone	Development ID	Parcels	Acres
Rural-1 (R1)		187	5,947.70
Planned Unit Development R1 (PUD-R1)	Triangle Q Ranch	1	89.1
	Granite Creek	1	43.68
Rural-2 (R2)		174	3,124.54
Planned Unit Development R2 (PUD-R2)	Triangle Q Ranch	1	5.39
	Lucky L Ranch	1	12.50
	Indian Springs Ranch	6	74.54
	Crescent H Ranch	17	49.02
	Bar B Bar Meadows	9	143.32
	Dairy Ranches	4	82.24
	Eagle South Fork	12	12.09
Rural-3 (R3)		707	2,931.37
Planned Unit Development R3 (PUD-R3)	Creek Ranch	57	88.75
	Indian Springs Ranch	7	46.64
	Bar B Bar Meadows	21	42.23
	Melody Ranch	39	78.50
	Rafter J Ranch	13	80.27
Zone	Development ID	Parcels	Acres
Neighborhood Conservation –	Jackson Hole Racquet Club Resort	42	38.66

Planned Unit Development (NC-PUD)	Ellen Creek	5	48.77
	The Ranches at Spring Creek	44	310.64
Neighborhood Conservation (NC)		146	206.23
Suburban - County (S-TC)		9	32.51
Auto-Urban Commercial (AC)		2	2.32
Planned Resort Residential	Teton Village I	45	55.24
	Teton Village II	83	145.67
	Grand Targhee	29	32.02
	Snake River Canyon	8	112.81
TOTAL		1,668	13,783.75

Vacant Residential Lands Under Easement		
Easement	Parcels	Acres
Jackson Hole Land Trust	201	5,386
Teton County Scenic Preserve Trust	173	2,854
Department of Agriculture - Forest	2	16
Game and Fish	-	-
Vacant Residential Land Under Conservation Easement in Unincorporated Teton County	376	8,256
Vacant Residential Land NOT Under Conservation Easement in Unincorporated Teton County	1,292	5,528

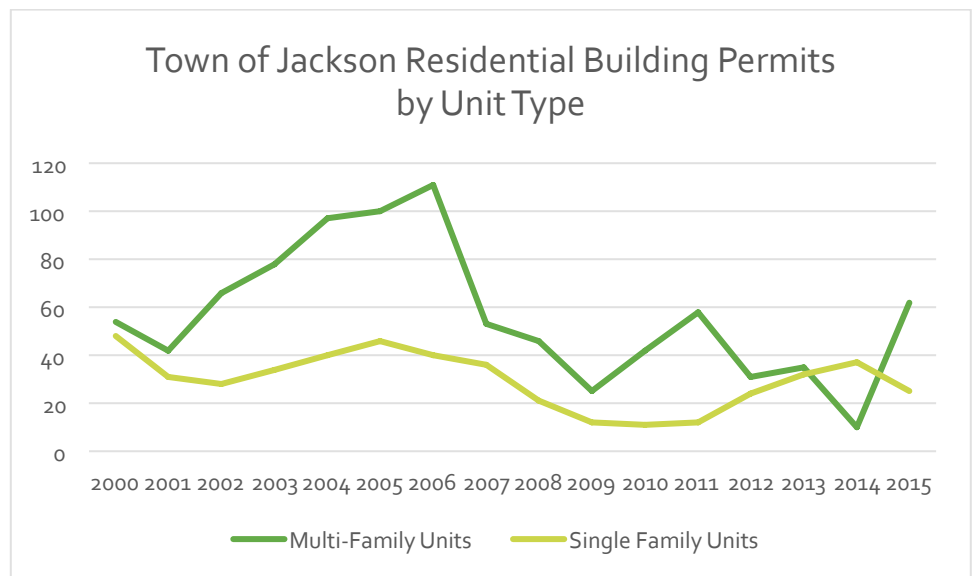
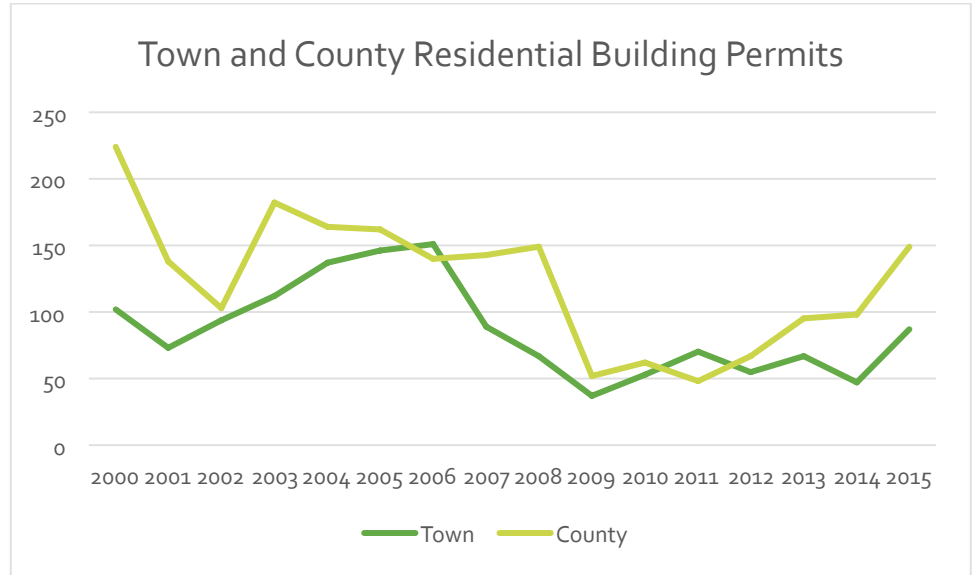
- ➔ Approximately two-thirds of vacant residential land area in rural Teton County is under conservation easement. Conservation easements do not always mean complete prohibition of development, and often allow development with limitations.
- ➔ Planned Unit Developments contain 280 vacant residential parcels (1,246 acres) in the County.
- ➔ Planned residential development in resorts contains 165 vacant parcels (346 acres).

TETON COUNTY RESIDENTIAL GROWTH AND SUPPLY PROJECTIONS

Growth Trends

After growth bottomed out in 2009, Teton County and Jackson have seen relatively stable positive residential growth since, with the County having a slightly greater upward projection. Projections based on trends since 2010 are a tool for projecting future land development, assuming stable growth.

Single family development in the Town has shown more annual stability than multi-family development, mostly due to multi-family projects producing units en masse. Hence single units are more projectable on an annual basis, but multi-family is still highly projectable on a longer scale.



Town of Jackson Average Annual Residential Growth 2010 to 2015	
Total New Dwelling Units per Year	63.2
New Multi-Family Dwelling Units per Year	39.7
New Single Family Dwelling Units per Year	23.5

Town of Jackson Residential Supply*	
Multi-Family Supply	13 to 16 years
Single Family Supply	6 to 9 years

Unincorporated Teton County Residential Land Supply Projections*	
2010-2015 New Dwelling Units per Year	86.5
Residential Supply	19 years

*Based on Annual Residential Growth from 2010 to 2015. County assumes one unit per vacant residential parcel, including those located on conservation easements. County supply drops to 15 years if assumed that no development occurs on conservation easements. However, there is additional potential if larger parcels are subdivided to the minimum rural land division of 35 acres. There are currently vacant 129 parcels over 35 acres. ARUs (not included in supply projections) also provide some additional potential.

The land supply projections displayed are based on a constrained land supply, not an unlimited one. They are based on the currently constrained conditions and current zoning and development regulations. A market study completed by FCS Group in 2015 reported that the unconstrained free market demand in the Town of Jackson is 119 dwelling units per year. This is clearly well above the 63 average annual units being constructed from 2010 to 2015, and the discrepancy helps explain rising demand and subsequent housing costs.

Despite fluctuations in the overall yearly growth, certain ratios have remained relatively constant and are therefore highly projectable. In the Town of Jackson, 34 percent of new residential units have been single family units since 2010. This is consistent with the 37 percent seen in the previous decade, and this ratio also sees little variation on a bi-yearly basis. Another constant is the ratio of residential units built on unincorporated lands and in the Town of Jackson. Since 2010, 1.37 units have been built on unincorporated lands for every one unit built within Town limits. This is comparable to the 1.42 ratio seen from 2000 to 2009.⁷

Extrapolating from this data, particular concerns begin to emerge, namely the extremely constrained supply of single family housing within the Town of Jackson - just six to nine years even under currently constrained conditions. Assuming the trend of approximately a third of new units in Jackson being single family, it can be projected that single family supply will be exhausted before multi-family. This is a problem that will be difficult to address within the town's footprint, as the potential issue of single family capacity cannot be solved through redevelopment or up-zoning to the extent that multi-family capacity can. Almost undoubtedly, Jackson's demand for single family housing will eventually spill over onto neighboring lands within the county. In order to protect the rural character of Teton County, having thoughtful plans that take advantage of density bonuses and complete neighborhoods will be vital.

⁷ Tetonwyo.org

COMMERCIAL

TOWN OF JACKSON COMMERCIAL LANDS

Town of Jackson Commercial Vacant Land			
Zone	Parcels	Acres	Build Potential (sq. ft.)
Auto-Urban Commercial (AC)	18	12.87	266,574
Urban Commercial (UC)	12	4.66	215,156
Business Park (BP)	7	4.03	62,491
Office Professional (OP)	3	0.60	12,023
NON-RESORT TOTAL	40	22.16	556,224
Snow King	-	-	569,918
TOTAL BUILDOUT POTENTIAL (ALL ZONES): 1,126,162			

Build potential for vacant commercial parcels was calculated using the Floor Area Ratio (FAR) standards set forth by the Town of Jackson Land Development Regulations.

Build potential for Snow King was based on the Snow King Master Plan, subtracting existing development from the total allowable development. Total allowable potential outlined by the Snow King Master Plan is 915,000 sq. ft.

Snow King Remaining Development Potential	
Hotel	136,000 sq. ft.
Love Ridge Buildings 24-36	81,354 sq. ft.
Grand View Condominium Buildings 48-52	41,131 sq. ft.
Grand View Lodge and Spa	32,097 sq. ft.
Pine Lodge Lots 1 & 2	57,000 sq. ft.
DEVELOPED	347,582 sq. ft.
Hotel Parcel	50,000 sq. ft.
Lot 53	55,000 sq. ft.
KM-6	250,000 sq. ft.
Unallocated	212,418 sq. ft.
UNDEVELOPED	569,918 sq. ft.

COMMERCIAL REDEVELOPMENT

Commercial redevelopment potential was analyzed by first placing the supply of developed commercial property into three categories according to redevelopment potential. The categories are based on the parcel's ratio of improvement value to land value and are divided as follows:

Category	Ratio of Improvement Value to Land Value (IV/LV Ratio) ⁸
1. No Redevelopment Potential	Greater than 0.5
2. Low to Moderate Redevelopment Potential	0.3 to 0.5
3. High Redevelopment Potential	Less than 0.3

The total redevelopment potential could then be calculated by finding the difference between existing development and theoretical potential on parcels with an IV/LV ratio less than 0.5. The minimum theoretical potential IV/LV ratio was established at 0.65, while the maximum was set to be 1.0. Standards were informed by redevelopment studies done at the University of Utah⁹ and the University of Maryland.¹⁰

$$\text{Redev. Potential} = \frac{\left(\left(\text{Theoretical} \frac{IV}{LV} \right) - \left(\text{Existing} \frac{IV}{LV} \right) \right) * LV}{\text{Average Existing Commercial IV per sq.ft.}} = \frac{(\text{Theoretical IV}) - (\text{Existing IV})}{\text{Average Existing Commercial Improvement Value per sq.ft.}}$$

The average existing commercial improvement value per square foot of floor area for Teton County in 2016 was \$67.11.

Example calculation for parcel where LV=\$100,000 and IV/LV=1.0:

$$\frac{(1.0 - 0.1) * \$100,000}{\$67.11 \text{ per sq.ft.}} = 1,341 \text{ sq. ft. of redevelopment potential.}$$

Town of Jackson Commercial Redevelopment Potential	
Potential Land Value to Improvement Value Ratio for Underdeveloped Property	Redevelopment Potential (sq. ft.)
0.65 (Min. Assumption)	1,467,735
1.0 (Max Assumption)	2,798,072

*Redevelopment figures assume “75% Commercial/25% Residential” redevelopment ratio in the Central Business District, South Cache/Snow King, North Cache, Karns Meadow, and Southeast mixed use district.

⁸ IV/LV ratio categories employed by many Oregon communities, notably Eugene, Corvallis, and Portland. Source: Envision Eugene Technical Resource Group, 10/31/11.

⁹ Nelson, A. and Bjarnson, G. *Estimating Commercial Land-Use Conversion: Case Study of Athens-Clarke County, Georgia*. 2010.

¹⁰ National Center for Smart Growth Research and Education, University of Maryland. *Estimating Development Capacity*. 2005.

The Town of Jackson can support 2,593,897 to 3,924,324 square feet of additional commercial development through vacant land redevelopment.

TETON COUNTY UNINCORPORATED COMMERCIAL LANDS

Unincorporated Teton County Commercial Vacant Land			
Zone	Parcels	Acres	Build Potential (sq. ft.)
Auto-Urban Commercial (AC)	5	3.63	55,328
Business Park (BP)	14	9.18	239,981
Grand Targhee Resort	-	-	227,508
Snake River Canyon Ranch	-	-	100,000
Teton Village (I, II)			390,000
TOTAL BUILD POTENTIAL (ALL ZONES): 1,012,817 sq. ft.			

Build potential for vacant commercial parcels was calculated using the Floor Area Ratio (FAR) standards set forth by Teton County Land Development Regulations. Build potential for resorts was based on resort master plans.

Unincorporated Teton County Commercial Redevelopment Potential	
Average Potential Land Value to Improvement Value Ratio	Redevelopment Potential (sq. ft.)
0.65 (Min. Assumption)	659,836
1.0 (Max Assumption)	1,198,937

The same methods for calculating redevelopment were used for Teton County. Refer to Town of Jackson Commercial Redevelopment section for full explanation.

Unincorporated Teton County can support a total 1,672,203 to 2,211,754 square feet of additional commercial development through vacant development and redevelopment under current conditions.

SUMMARY OF COMMERCIAL POTENTIAL IN TETON COUNTY

Teton County Commercial Potential	
Type	Build Potential (millions of sq. ft.)
Town of Jackson Vacant Development	1.1
Town of Jackson Redevelopment	1.5 to 2.8
Total Town of Jackson Commercial Potential	2.6 to 3.9
County Vacant Development	1.0
County Redevelopment	0.7 to 1.2
Total County Commercial	1.7 to 2.2
OVERALL TOWN AND COUNTY TOTAL	4.3 to 6.1

TETON COUNTY COMMERCIAL PROJECTIONS

Commercial development need projections can be made based on growth projections for residents and tourism. It is logical that office and industrial growth would tend to follow growth in population, housing, lodging and commercial, since office and industrial provides locations for service activities, as well as warehousing, distribution, utility services, cleaning services, wholesale trades and suppliers.¹¹ For the purpose of this study, lodging projections can be made using a simplified approach that assumes the current ratio of population to lodging rooms remains constant over time.¹¹

TETON COUNTY COMMERCIAL PROJECTIONS	
Annual Commercial (Non-Lodging) Projection	84,640 square feet
Annual Lodging Projection	32,500 square feet (81 units)
Total Annual Commercial Projection	117,140 square feet
Land Supply of Commercial Lands	37 to 52 years

The projections for residential and commercial development in this report represent a constrained market. In other words, these projections are not representative of actual market demand, but rather documented trends. As is seen in the ensuing graphs, the demand for residential development far outweighs actual build projections, while commercial development is keeping pace with demand. Approximately 300 additional rental units are

¹¹ FCS Group. *Teton/Jackson Strategic Planning: Market Findings and Recommendations*.

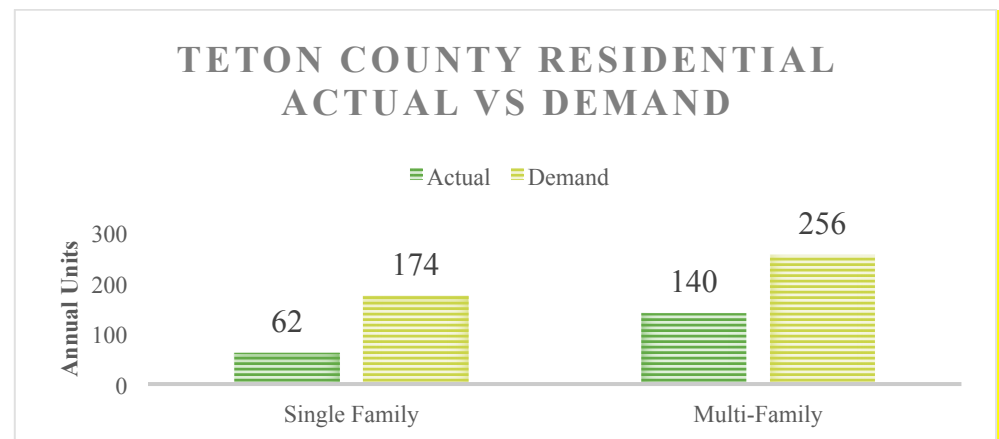
currently needed in Teton County to achieve balance between supply and demand such that rising rents could stabilize.¹² Achieving this balance will be difficult, as job growth continues to outpace housing.

Notes

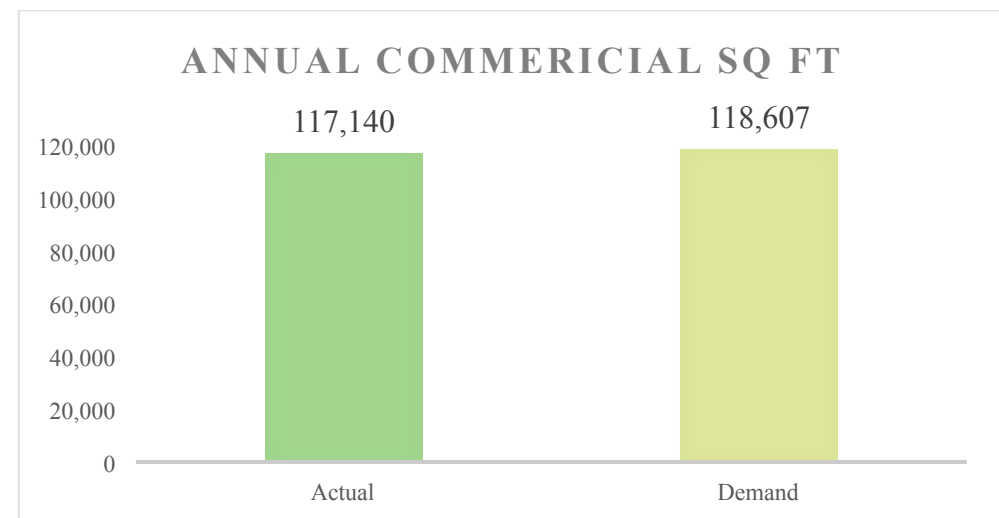
Demand for single family housing exceeds actual construction by nearly three times, while multi-family demand exceeds actual construction by close to twice as much.

In contrast to the large gap between residential demand and actual units being constructed, commercial demand is being nearly completely met.

COMMERCIAL/RESIDENTIAL BALANCE



*Residential demand based on a study by FCS Group. Demand was calculated based on 2012 Teton County Comprehensive Plan projections. “Actual” residential units based on average annual build permits from 2010 to 2015.



*Commercial demand based on a market study done by FCS Group that makes projections based on existing demand and projected population and visitor trends. “Actual” commercial square footage based on calculations made in this report (see “Teton County Commercial Projections” section).

¹² 2014 Regional HNA Teton County Wyoming

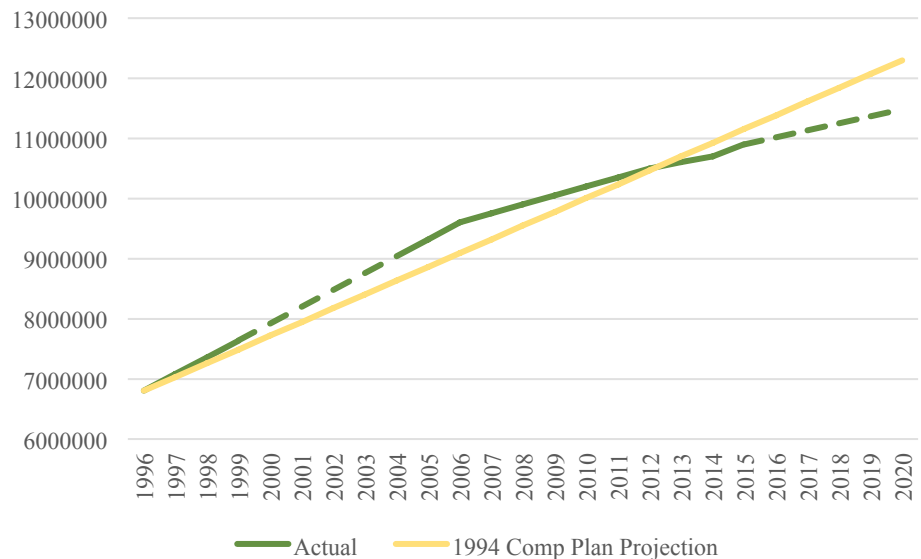
Notes

Commercial growth exceeded Comp Plan projections until 2012, mainly caused by large commercial expansion through 2006. The recession slowed commercial growth substantially, and by 2012 was back in line with Comp Plan projections. Commercial growth is projected to be down to 93.5% of the 1994 Comp Plan projections by 2020.

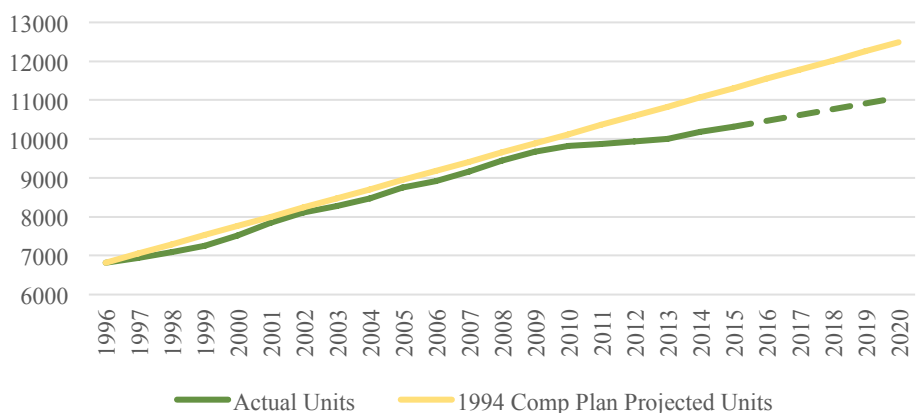
Residential growth remained only slightly below Comp Plan projections until about 2010, when the number of units being built dropped off significantly. Residential growth is projected to be 88.6% of the 1994 Comp Plan projections by 2020.

Conservation easements and Rural Land Development Regulations have helped achieve the County's goal of decreasing residential buildout below 1994 plan projections, but similar reductions on commercial buildout are not seen.

Commercial Growth Actual vs 1994 Comp Plan Projection (Floor Area, Square Feet)



Teton County Residential Growth Actual vs 1994 Comp Plan Projection



*See Appendix B for full breakdown of 1994 Comp Plan Projections.

IMPLICATIONS

This study reinforces a major concern for Teton County of a significant threat to our community character because we have an oversupply of allowed commercial development potential paired with a lack of allowed housing development potential. With four times more potential for commercial development than residential development, based on population projections and market demand, our community is out of balance. An approximately 43-year supply of commercial land and only approximately a 10-year supply of residential land are driving us away from the future we want for our community.

The influence of this tilted ratio can be directly tied to many of the region's problems. Between 2010 and 2013, growth in the housing supply (3.2% rate of growth) did not keep pace with job growth (8.2% rate of growth).¹³ This increases the number of commuting employees from outlying communities, a trend that will likely continue to be precipitated by an imbalance of commercial compared to residential allowed development.

In 1990, roughly 86 percent of Teton County's workforce lived within the county, but by 2010, the number plummeted to only 68 percent.¹⁴ The Teton County Workforce Housing Action Plan completed in November 2015 now puts this number at just 62 percent.¹⁵ Based on research done by the Blue Ribbon Panel on Workforce Housing, there is a reported "tipping point" when this number dips below 60 percent. In other words, less than 60 percent of the workforce living locally results in the town losing its sense of community, identity and character. Based on data from other resort communities, loss of local workforce is cited as a reason for lost customers for local businesses, a decrease in the level of service to guests, and as a result, the community becomes a less desirable place to visit and live.¹⁶ Furthermore, the rise of commuters leads to serious impacts on transportation infrastructure, wildlife and the environment, and contributes to diminished levels of voter representation, community service, and support of local business.¹⁴

If the Town and County expect to uphold the goal of preserving community character, and maintaining Teton County as a community first and a resort second, our community will need to implement thoughtful growth management practices. Increasing residential potential in town and complete neighborhoods by adding more land zoned for residential, and increasing permitted density on selected residential lands, are two tools to consider. It appears there is vacant excess land in some of the resort districts, which could be considered for residential use, as another possible partial fix.

¹³ 2014 Regional Housing Needs Assessment Teton County Wyoming

¹⁴ Silbernagel, K. *The Effective Population of Teton County, Wyo.*

¹⁵ Teton County Workforce Housing Action Plan, November 2015.

¹⁶ The Blue Ribbon Panel on Workforce Housing. *Housing Jackson Hole.*

AN EXAMPLE PROJECTION PLAN FOR HOUSING THE WORKFORCE LOCALLY

Clearly a key takeaway from this report is the aforementioned imbalance between residential and commercial, leading to a diminishing local workforce. Understanding what is needed to improve the imbalance and making educated long term projections is vitally important to addressing the issue. The following projections are by no means definitive, but they do give a reasonable estimation of what is needed in a quantifiable manner.

In 2015, there were 4.05 full-time equivalent employees (FTEs) per 1000 feet of non-lodging commercial, making up 25,230 FTEs for Teton County.¹⁷ Additionally, there were another 2,928 employees working in lodging (assuming 0.5 employees per lodging unit). The total number of employees in Teton County at that time was 28,168. Projecting job growth based on lodging and commercial growth gives us 29,144 FTEs in 2015. Of those 29,144 FTEs, 18,070 (62 percent)¹⁸ were held by employees living in the County.¹⁹

The assumption was made that the current level of 1.7 employees per household and 1.2 FTEs per employee would remain constant.¹⁷

Based on these conditions and commercial and lodging projections made in this report, projections for job growth can be made. From job growth, calculations for the amount of housing needed to increase the percentage of workforce locally employed can be made. The results of an example twenty-year projection are given below:

Annual jobs created from commercial (non-lodging): **338**

Annual jobs created from lodging: **41**

Annual housing units needed to maintain 62% local workforce: **150**

Annual housing units needed to reach 65% local workforce by 2036: **159**

Annual housing units needed to reach 67.5% local workforce by 2036: **183**

Annual housing units needed to reach 70% local workforce by 2036: **209**

It should be noted that the number of employees per square foot of commercial in Teton County has been declining, from 404 square feet per employee in 1996 to 376 square feet per employee in 2014. This would equate to a necessity for more housing units per commercial area.

¹⁷ 2014 Regional HNA Teton County Wyoming

¹⁸ Teton County Workforce Housing Action Plan, November 2015.

¹⁹ It was also calculated that there were 1.83 FTEs per household in 2012. This was assumed as a constant when making projections.

Recommendations for our Community

- Do not add any additional commercial development rights in the Town or County.
- Develop an informed timeline for the amounts and types of land we will need to meet our Comp Plan goals, using best available data. Communities in other regions, most notably in California, Oregon, and Washington, plan for a 20-year supply of development in each land use category. We should follow a similar approach in Teton County.
- Explore potential policy mechanisms that both respect private property rights and allow our community to make adjustments that would help bring our land supply into balance. Given the large amount of commercial development potential existing in our community's resort master plans, they deserve special attention.
- Develop land use plans for complete neighborhoods, targeted to achieve an overall 20-year land supply balance in commercial/industrial and residential zoning allocations.
- Better quantify and qualify the current percentage of the workforce that is locally employed, and provide enough land zoned residential in appropriate locations and densities to achieve our Comp Plan goal of housing at least 65 percent of the workforce locally.
- Explore the use of scenario planning, a process by which the projected long-term impacts of several land use-planning scenarios are explored. This would help our community develop a strategic prioritization plan that best fits the vision of our Comp Plan, while improving transparency and citizen engagement.

Goals for Monitoring and Updating

- Establish a timeline for when this type of report should be updated. This can be scheduled or on an "as needed" basis.
- For future land inventory updates, use methodology that is consistent with the work done by this study and the Buildout Taskforce in order to accurately capture trends. Document any differences in methodology. Having transparent methodology improves consistency and instills public confidence.

APPENDICES

APPENDIX A – LAND DEVELOPMENT REGULATIONS AND CHARACTER DISTRICTS

Summary of Land Development Regulations by Zone			
Zone Abbreviation	Zone Name	Subdivision Min Lot Size (sq. ft.)	Max Density
S	Suburban	12,000	4.0 du/ac ²⁰
UR	Urban Residential	5,000	23.5 du/ac
UC	Urban Commercial	5,000	23.5 du/ac
UC-2 ²¹	Urban Commercial-2	5,000	23.5 du/ac
AR	Auto-Urban Residential	7,500	11.7 du/ac
BP	Business Park	5,000	11.7 du/ac
RB	Residential Business	7,500	1 du per lot
OP	Office Professional	7,500	8.7 du/ac
AC	Auto-Urban Commercial	7,500	11.7 du/ac
R-TOJ	Rural Residential – Town	12,000	-
R-1, R-2, R-3	Rural (County)	-	1 unit per 35 ac

*Complete Neighborhood

Character Districts			
Character District	Description	Status	Targeted Use
DISTRICT 1 TOWN SQUARE*			
1.1	Inner Square	Stable	Commercial
1.2	Outer Square	Stable	Commercial, Residential
DISTRICT 2 TOWN COMMERCIAL CORE*			
2.1	Snow King Resort	Transitional	Commercial, Residential
2.2	Snow King and South Cache Corridors	Transitional	Commercial, Residential
2.3	Downtown	Transitional	Commercial, Residential
2.4	Public/Civic Campus	Stable	Public, Institutional
2.5	North Cache Gateway	Transitional	Commercial, Residential
2.6	Mixed Use Office and Residential	Transitional	Commercial, Residential
DISTRICT 3 TOWN RESIDENTIAL CORE*			
3.1	East Jackson	Stable	Residential

²⁰ 4.0 du/ac assumes 35% urban cluster development ratio with a minimum site area of 80,000 sq. ft.

²¹ UC-2 intended to have less intense development than UC, even though maximum allowed density is the same.

3.2	Core Residential	Transitional	Residential
3.3	Rodeo Grounds	Stable	Institutional
3.4	May Park Area	Stable	Residential
Character District	Description	Status	Targeted Use
DISTRICT 4 MIDTOWN*			
4.1	Midtown Highway Corridor	Transitional	Commercial, Residential
4.2	Northern Hillside	Transitional	Commercial, Residential
4.3	Central Midtown	Transitional	Commercial, Residential
4.4	Midtown Residential	Stable	Residential
4.5	Karns Meadow	Preservation	Wildlife Habitat/Corridor
DISTRICT 5 WEST JACKSON*			
5.1	West Jackson Highway Corridor	Transitional	Commercial, Residential
5.2	Gregory Lane Area	Transitional	Industrial, Residential
5.3	High School Butte	Transitional	Commercial, Residential
5.4	School Campus	Stable	Institutional
5.5	West Jackson Residential	Stable	Residential
5.6	Northern South Park	Transitional	Residential OR Preservation
DISTRICT 6 TOWN PERIPHERY*			
6.1	Low/Medium Density Neighborhoods	Stable	Residential
6.2	Upper Cache	Stable	Residential
6.3	Snow King Slope	Preservation	Recreation, Wildlife, Scenic
DISTRICT 7 SOUTH HIGHWAY 89*			
7.1	South Park Business Park	Stable	Industrial, Residential
7.2	Hog Island	Stable	Residential, Small Business
DISTRICT 8 RIVER BOTTOM			
8.1	Existing River Bottom Subdivisions	Conservation	Residential, Wildlife
8.2	Large River Bottom Parcels	Preservation	Habitat Preservation
8.3	Canyon Corridor	Conservation	Wildlife, Scenic
8.4	Hoback Junction	Stable	Commercial
DISTRICT 9 COUNTY VALLEY			
9.1	JH Golf and Tennis	Conservation	Resort, Wildlife
9.2	Agricultural Foreground	Preservation	Agriculture, Open Space
9.3	County Valley Subdivisions	Conservation	Wildlife, Light Residential
9.4	Gros Ventre Buttes	Conservation	Wildlife, Light Residential
DISTRICT 10 SOUTH PARK			

10.1	Southern South Park	Conservation	Wildlife, Residential
10.2	Central South Park	Preservation	Agriculture, Open Space
Character District	Description	Status	Targeted Use
DISTRICT 11 WILSON*			
11.1	Wilson Commercial Core	Transitional	Commercial, Residential
11.2	Wilson Town Site	Stable	Residential (with ARUs)
11.3	Wilson Meadows	Stable	Residential
11.4	South Wilson	Stable	Wildlife, Light Residential
DISTRICT 12 ASPEN PINES*			
12.1	Aspen/Pines Commercial Core	Transitional	Commercial, Residential
12.2	390 Residential	Stable	Residential
12.3	Aspen/Pines Residential	Stable	Residential, Open Space
DISTRICT 13 TETON VILLAGE*			
13.1	Teton Village Commercial Core	Transitional	Commercial, Residential
13.2	Teton Village Residential Core	Transitional	Residential (All Types)
13.3	Teton Village Single Family	Stable	Residential
DISTRICT 14 Alta			
14.1	Alta Farmland	Preservation	Agriculture
14.2	Alta Core	Stable	Institutional, Infill
14.3	Grand Targhee	Transitional	Resort, Residential
DISTRICT 15 County Periphery			
15.1	Large Outlying Parcels	Preservation	Wildlife, Light Residential
15.2	Game Creek/South Fall Creek	Conservation	Wildlife, Light Residential
15.3	Buffalo Valley	Preservation	Agriculture, Residential
15.4	Kelly	Conservation	Wildlife, Light Residential

APPENDIX B – 1994 COMPREHENSIVE PLAN PROJECTIONS

Table 8.6 Existing and Projected Development		
	TOWN OF JACKSON	TETON COUNTY
Dwelling Units		
Existing	3,516 units	4,142 units
New Development Projected	<u>1,448 units</u>	<u>3,383 units</u>
Total Development by 2020	4,964 units	7,525 units
Population¹		
Existing	8,333 population	8,698 population
New Population Projected	<u>3,432 population</u>	<u>7,104 population</u>
Total Population by 2020	11,765 population	15,802 population
Lodging Rooms		
Existing	2,620 rooms	1,768 rooms
New Lodging Rooms Projected	<u>701 rooms</u>	<u>2,048 rooms</u>
Total Lodging Rooms by 2020	3,321 rooms	3,816 rooms
Jobs (Employees)		
Existing	11,977 jobs	3,608 jobs
New Jobs Projected	<u>8,071 jobs</u>	<u>3,619 jobs</u>
Total Jobs by 2020	20,048 jobs	7,227 jobs
Nonresidential Development		
Existing	4.6 million sf	1.7 million sf
New Nonresidential Development Projected	<u>3.6 million sf</u>	<u>2.4 million sf</u>
Total Nonresidential Development by 2020	8.2 million sf	4.1 million sf
¹ Population in the Town of Jackson is estimated by multiplying 2.37 persons/household by the number of households. Population in the unincorporated areas of Teton County is estimated by multiplying 2.10 persons/household by the number of households.		

*Existing numbers from January, 1996.

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